

**GLOUCESTER CITY COUNCIL**

**COMMITTEE** : **PLANNING**

**DATE** : **12<sup>th</sup> JANUARY 2016**

**ADDRESS/LOCATION** : **GLENVILLE PARADE**

**APPLICATION NO. & WARD** : **15/01210/FUL & 15/01211/ADV,  
HUCCLECOTE**

**EXPIRY DATE** : **21<sup>st</sup> DECEMBER 2015 (TIME EXTENSION  
AGREED TO 15<sup>TH</sup> JANUARY 2016)**

**APPLICANT** : **MRS D’GAMA**

**PROPOSAL** : **Extension to and Change of Use of former  
public convenience building (suis generis)  
to A1 (gents barber shop), and signage and  
advertising to front of building**

**REPORT BY** : **CARLY HOLDER**

**NO. OF APPENDICES/  
OBJECTION** : **SITE LOCATION PLAN**

**1.0 SITE DESCRIPTION AND PROPOSAL**

- 1.1 The application site is located within the local centre of Glenville Parade, which comprises A1 (retail), A2 (bank) and A5 (hot food takeaway) units and associated parking. The application site comprises a brick built, former public convenience building, situated adjacent to the north eastern boundary with Hucclecote Road. The public conveniences are privately owned; however the Council hold a long lease. The conveniences have not been in use for a minimum of 10 years; no other applications have been put forward in this time to bring the site back into use.
- 1.2 The application seeks planning permission for the extension to and change of use of the public convenience building, from suis generis to a gents barber shop (A1 use class). The proposed extension would be to the front (north west) elevation, facing into the car park, and would measure approximately 1360mm in depth to meet the edge of the existing brick dividing walls, to create a total depth of approximately 4810mm. There would be no change to the width or height of the building, which would remain at approximately 7550mm and 2715mm respectively. There would be a large window, door and high level window inserted within the front (north west) elevation; a large window within the side (north east) elevation, and a high level window within the rear (south east) elevation. The building would be finished in render, with treated high level timber cladding and aluminium framed windows and doors.

Internally, there would be waiting and hairstyling area, with a separate store, toilet and small kitchen.

- 1.3 The associated proposed signage would comprise a hanging sign in the form of a vertically hung barbers pole, located adjacent to the door, at a height of approximately 1300mm above ground level and projecting from the front elevation by approximately 500mm. There would also be window vinyls. The detail of the materials and colours of the signage has not been submitted.
- 1.4 This application has been referred to the planning committee for determination by Councillor David Brown (ward councillor). The reason given relates to Highways, and the concern regarding the additional pressure a new business in this location would subsequently have upon the limited number of parking spaces available.

## **2.0 RELEVANT PLANNING HISTORY**

- 2.1 None

## **3.0 PLANNING POLICIES**

- 3.1 The statutory development plan for Gloucester remains the 1983 City of Gloucester Local Plan. Regard is also had to the policies contained within the 2002 Revised Deposit Draft Local Plan which was subject to two comprehensive periods of public consultation and adopted by the Council for development control purposes. The National Planning Policy Framework has been published and is also a material consideration.
- 3.2 For the purposes of making decisions, the National Planning Policy Framework sets out that policies in a Local Plan should not be considered out of date where they were adopted prior to the publication of the National Planning Policy Framework. In these circumstances due weight should be given to relevant policies in existing plans according to their degree of consistency with the National Planning Policy Framework.
- 3.3 The policies within the 1983 and the 2002 Local Plan remain therefore a material consideration where they are consistent with the National Planning Policy Framework.
- 3.4 From the Second Stage Deposit Plan the following policies are relevant:
  - ST.6 (District and Local Centres)
  - BE.7 (Architectural Design)
  - BE.11 (Shopfronts, Shutters and Signs)
  - BE.21 (Safeguarding of Amenity)
  - TR.31 (Road Safety)
  - S.12 (Local Centres)
  - S.13 (Changes of Use in District and Local Centres)

- 3.5 In terms of the emerging local plan, the Council has prepared a Joint Core Strategy with Cheltenham and Tewkesbury Councils which was submitted to the Planning Inspectorate on 20<sup>th</sup> November 2014. Policies in the Submission Joint Core Strategy have been prepared in the context of the NPPF and NPPG and are a material consideration. The weight to be attached to them is limited, the Plan has not yet been the subject of independent scrutiny and does not have development plan status. The Examination in Public has been ongoing since May 2015. In addition to the Joint Core Strategy, the Council is preparing its local City Plan which is taking forward the policy framework contained within the City Council's Local Development Framework Documents which reached Preferred Options stage in 2006.
- 3.6 On adoption, the Joint Core Strategy, City Plan and any Neighbourhood Plans will provide a revised planning policy framework for the Council. In the interim period, weight can be attached to relevant policies in the emerging plans according to
- The stage of preparation of the emerging plan
  - The extent to which there are unresolved objections to relevant policies; and
- The degree of consistency of the relevant policies in the emerging plan to the policies in the National Planning Policy Framework.
- 3.7 All policies can be viewed at the relevant website address:- Gloucester Local Plan policies: [www.gloucester.gov.uk/planning](http://www.gloucester.gov.uk/planning); Department of Community and Local Government planning policies : [www.communities.gov.uk/planningandbuilding/planning/](http://www.communities.gov.uk/planningandbuilding/planning/).

#### **4.0 CONSULTATIONS**

##### **4.1 Gloucestershire County Council (Highways)**

It was considered that the parking provision existing on site is adequate to accommodate the change of use, which would see a high volume but short duration footfall, and would not cause a detriment to highway safety. Consequently, no highway objection was raised.

##### **Environmental Health Officer**

No objection was raised with regard to the development.

##### **Urban Design Officer**

No objection raised. Suggested that 3 or 4 brick courses remained at the bottom of the elevations in order to preserve the appearance and longevity of the render.

#### **5.0 PUBLICITY AND REPRESENTATIONS**

- 5.1 The occupiers of 30 neighbouring properties were notified of the original application by letter. 2 letters of representation were received in the 21 day statutory consultation period. A further 11 letters of representation were

received, as well as a petition signed by 106 people. The comments raised are summarised as follows:

### **Highway Safety/Parking**

- Car park often at full capacity, resulting in cars stopping [within the car park]whilst waiting for a vacant space; this results in vehicles stopping on Hucclecote Road causing traffic to back up, sometimes in both directions.
- Car park not only used by customers of shops [at Glenville Parade], but also by people using surrounding amenities and businesses, and people catching the bus into the city centre
- Further business on this site will increase parking problems and public safety could be compromised
- Suggest toilets are demolished and extra parking provided
- Not enough car parking spaces during busy periods
- Construction will disrupt the car park and local people and cause issues for staff parking their vehicles
- Concerned for pedestrian safety; access to the new business will be adjacent to the car park entrance- cars often enter quickly.
- [frustrated at idea of] an already small car park being made smaller when it needs to be made bigger
- Having a shop at the opposite end of the car park will encourage people to go through the car park- lead to an increased risk of pedestrian/vehicular accidents

### **Other**

- There are 6 other salons within a half mile radius- competition between businesses/job losses as a result of the proposed barbers. Saturation of market.
- Should be re-opened as toilets or used for something more practical (knock down to make more parking spaces)
- Trade of existing traders could be affected as there will be less spaces for their customers to park

5.3 The full content of all correspondence on this application can be inspected at the Herbert Warehouse reception, The Docks, Gloucester, prior to the Committee meeting.

<http://planningdocs.gloucester.gov.uk/default.aspx?custref=15/01210/FUL>

## **6.0 OFFICER OPINION**

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that where regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.

## 6.2 Principle of Development

Policy ST.6 of the Gloucester City Council Second Stage Deposit Local Plan (2002) states that *'new development which serves suburban areas or the needs of local neighbourhoods shall be located at District and Local Centres respectively, where there are suitable sites available.'* Similarly, policy S.12 states that *'planning permission will be granted for new retail development of a suitable scale and type in local centres where there are suitable sites available provided it does not have an unacceptable impact on district centres and the Primary Shopping Area.'* Policy S.13 of the Local Plan is concerned with the loss of A1 retail units within District and Local Centres; as this application proposes a gain of an A1 unit, this policy is not applicable in this instance. It is noted that there are no policies which control the gain or creation of new A1 retail units located within District or Local Centres

6.3 The application site has been vacant for at least 10 years; in this time, no other proposals for the re-development of the site have been submitted to the local planning authority. It is considered that the proposed change of use to an A1 retail unit, and more specifically a barber shop, would be of a scale which would be suitable at the proposed location within an existing Local Centre, which also comprises other day to day amenities and services. Concern has been raised through the letters received that an additional barber shop would not be appropriate in this location, given the number of other similar businesses within the area. As aforementioned, there is no policy within the Local Plan which restricts the creation of A1 units within Local Centres, and the concern regarding competition and any subsequent impacts of an additional barber shop upon other local businesses do not form material planning considerations. The nearest District Centre to the application site is Abbeydale District Centre, located approximately 2 kilometres to the south west and also comprising a hair salon and other amenities similar to those available at Glenville Parade. As the proposal is likely to serve a local community it is considered that the proposal would not have any unacceptable impact upon the Abbeydale District Centre or the Primary Shopping Area within the City Centre. The proposal is therefore in accordance with the aforementioned policies, and consequently the principle of such a use in this location is considered acceptable.

## 6.4 Amenity Impacts

The application site is located within an existing and established Local Centre; with a childrens nursery and public house to the side (south east) and north west of the application site respectively. There are also residential properties within the area, most notably those above the A1 units at Glenville Parade. The proposed barbers would be open between the hours of 9am and 6pm, Monday to Saturday, which is consistent with many of the existing businesses at Glenville Parade. It is not considered that the creation of the shop would result in any significantly exacerbated levels of noise disturbance or light pollution which would adversely impact the amenity of surrounding residential properties. The proposal is therefore considered to comply with Policy BE.21 of the Gloucester City Council Second Stage Deposit Local Plan (2002).

## 6.5 Highway Issues

The overarching issues raised within the letters received relate to the potential impact that the development is perceived to have upon highway safety, pressure on existing parking allocations and pedestrian safety. The proposal, whilst including an extension to the building, would not protrude into the car park, but would project to meet the edge of an existing brick dividing wall. The extension would not project over any existing delineated parking spaces. The front elevation of the building would be set back from the vehicular entrance by approximately 4850mm; this distance is considered adequate to allow pedestrians to pass safely in front of the shop without sharing the space with vehicles. This area is tarmac to match the car park surface; no proposal to change the surface material has been submitted, nor is it considered necessary to do so.

6.6 Whilst it is considered reasonable to suggest that the presence of a business at this location would result in increased footfall and number of users of the car park, this increase is not considered to have any significantly exacerbated or severe impact upon highway safety. The Highways Authority considered that the parking provision existing at the site would be adequate to accommodate the proposed change of use, and therefore it was not considered that the proposal would cause detriment to highway safety. The proposal therefore complies with Policy TR.31 of the Gloucester City Council Second Stage Deposit Local Plan (2002), and would not have a severe impact as referred to in paragraph 32 of the National Planning Policy Framework (2012).

## 6.7 Architectural Design

The design of the building does not differ significantly from that of the existing; the elevations would be finished in render, and the existing timber cladding would be replaced. The existing timber door frames would be replaced with aluminium frames, and the new windows would also comprise aluminium frames. The extension would be of a design which would match the form of the existing building, and the external materials are present at surrounding properties. The Urban Design Officer raised no objection to the design of the proposal. The proposal is therefore considered to comply with Policy BE.7 of the Gloucester City Council Second Stage Deposit Local Plan (2002).

## 6.8 Advertisements

The signage proposed comprises one non illuminated hanging sign and window vinyls; details of the colours and materials have not been submitted. The hanging sign would comprise a traditional barber's pole. Each existing unit at Glenville Parade comprises its respective signage, in the form of fascia signs with large font of differing colours. It is consequently not considered that the proposed signage would appear incongruous with the area, nor would it have any impact upon amenity or highway safety. The proposal would therefore comply with Policy BE.11 of the Gloucester City Council Second Stage Deposit Local Plan (2002).

However, whilst an application has been made for the advertisement consent, it is considered likely that the proposed signage falls outside the requirements for advertisement consent, and would be covered by Class 5 of Part 1 of Schedule 3 of The Town and Country Planning (Control of Advertisements) (England) Regulations 2007.

## **7.0 CONCLUSION/REASON FOR APPROVAL**

7.1 Taking into account all of the above, it is considered that the proposal would result in the regeneration of the application site which would serve to enhance the appearance of the area whilst providing a service which would be appropriate within the Local Centre. The impacts of the proposal have been carefully considered, and it is concluded that, subject to the compliance with conditions, the proposed extension, change of use and signage would result in an acceptable development, which would not have any severe impact upon highway safety or neighbouring amenity. The proposal is therefore in accordance with policies ST.6, BE.7, BE.11, BE.21, TR.31, S.12 and S.13 of the Gloucester City Council Second Stage Deposit Local Plan (2002).

## **8.0 RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER**

8.1 That planning permission and advertisement consent is granted subject to the following conditions:

### **15/01210/FUL**

#### **Condition 1**

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

#### **Reason**

Required to be imposed by Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004

#### **Condition 2**

The development hereby permitted shall be carried out in accordance with the approved drawing entitled SUR.1149 PL03A entitled 'Proposed Plans and Elevations' received by the local planning authority on 26<sup>th</sup> October 2015.

#### **Reason**

To ensure that the development is carried out in accordance with the approved plans and in accordance with policies contained within the Second Deposit City of Gloucester Local Plan (2002).

#### **Condition 3**

No development shall take place until samples of materials to be used externally have been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

**Reason**

To ensure that the materials harmonise with the surroundings in accordance with policy BE.7 of the Second Deposit City of Gloucester Local Plan (2002).

**15/01211/ADV**

**Condition 1**

This consent shall expire on 5 years from the date of the decision notice.

**Reason**

In the interests of the visual amenity of the area in accordance with policy BE.11 of the Second Deposit City of Gloucester Local Plan (2002).

Decision: .....

Notes: .....

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Person to contact: Carly Holder (Tel: 01452 396361)



15/01210/FUL & 15/01211/ADV

Public Convenience  
Glenville Parade  
Gloucester

Planning Committee 12.01.2016

